

STOP Violence Against Women Grant Program FY 2010-2012 Implementation Plan – State of Missouri

I. Introduction

The mission of the Missouri Department of Public Safety, Office of the Director is to provide technical, logistical and financial support and coordination to agencies and individuals in order to serve the public safety needs of Missouri citizens. The Missouri Crime Victim Services Unit, a unit within the Department, provides funding, training, and consultation to non-profit and local and state governmental bodies to help communities develop programs to serve victims of crime. We believe the Department's mission supports the intent of the STOP program, and we strive to uphold this mission by utilizing STOP funding in the most efficient and effective manner possible.

The State of Missouri's FY 2010-2012 STOP Violence Against Women Act Formula Grant Program's Implementation Plan continues and builds upon the successful programming initiated in preceding years. This Plan presents strategies for providing and improving services to victims

of domestic violence, sexual assault, dating violence, and stalking. The plan also provides an overview of violence against women issues in Missouri as well as an explanation of victim and service provider needs in Missouri.

The Missouri Crime Victim Services Unit provides funding, training, and consultation to non-profit and governmental bodies to help communities develop programs to serve crime victims.

The following pages demonstrate Missouri's commitment to strengthening the criminal justice system's response to violence against women, to increasing the services available to women who are the victims of violent crime, and to developing and implementing collaborative community-based programs to address violent crimes committed against women.

II. Description of Planning Process

When developing Missouri's Plan, information was gathered from a variety of sources to appropriately identify the needs of Missouri. For demographic information, data from the U.S Census Bureau was used. To obtain the rates of reported domestic violence and sexual assault incidences, and arrests, we utilized the Missouri State Highway Patrol's Uniform Crime Reporting (UCR) statistics and the data from the Missouri Statistical Analysis Center. Information was solicited from the Missouri Office of State Courts Administrator (OSCA) to obtain data pertaining to the filing and disposition of civil domestic relations cases, specifically orders of protection. The Missouri Coalition Against Domestic and Sexual Violence (MCADSV) contributed to the legislative research that the plan contains pertaining to sexual assault, domestic violence, and stalking as well as the statistics regarding the Coalition's member programs. In addition, MCADSV surveyed their member agencies as to which member agencies offer culturally and linguistically specific services.

Further information regarding the sources used throughout this document can be found on the “Sources” page.

The STOP Implementation Plan Committee consists of representatives from various backgrounds including law enforcement, prosecution, courts, domestic violence shelter services, sexual assault program services, dating violence services, stalking services, municipal governments, state agencies and agencies that work with underserved special populations. The Missouri Coalition Against Domestic Violence also served on the committee. This committee serves as Missouri’s multi-disciplinary planning team.

The Implementation Plan Committee first met on November 13, 2009 for an in-person meeting. At this meeting, an overview of the purpose of the Implementation Plan was presented, and an overview of past Implementation Plans. The committee then discussed new directions for the 2010-2012 plan that would include implemented uniform goals and objectives for all sub-grantees. The purpose of this direction would be for the State of Missouri to better identify effectiveness of Missouri programs and the services that are provided to victims. The committee then subsequently met via GoToMeeting (phone conference/webinar) on December 14, 2009, January 10, 2010, and February 10, 2010, as well as on February 19, 2010, in person, to continue the process of developing uniform goals and objectives. A final meeting was held on Tuesday, November 3, 2010, to go over any changes, suggestions, and/or additions that the committee members had and to also receive approval of the finalized plan from all of the committee members. Other areas of the STOP Implementation Plan were also discussed at these meetings.

Throughout this process, members continually discussed their suggestions, ideas and progress with one another via email and phone communication. A draft of the Missouri STOP Implementation Plan was formulated and distributed to each committee member for review. The feedback that the committee members provided was utilized to write the final draft of the plan. Staff from the Missouri Department of Public Safety, Crime Victim Services Unit facilitated the overall process.

In efforts to improve the evaluation of program funding through STOP, the committee identified one uniform goal that all STOP sub-grantees will implement into the goals/objectives of their project. The multi-faceted goal, to hold batterers accountable and strengthen services to victims of domestic violence, sexual violence, dating violence and stalking, applies to: courts; prosecutorial agencies; law enforcement; culturally and linguistically specific projects and victim centered projects. Specific uniform outcome measures were developed for the specific categories as follows:

- Courts:
 - ___% of survivors will report having received information about the civil or criminal justice process.
 - ___% of offenders with adjudicated domestic/sexual/dating violence and stalking cases will be monitored for non-compliance.
- Prosecutors:

- Increase individualized contact (in person, mail, email or phone communication) between the prosecutor's office and survivors by ____%.
- ____% of survivors will report having received information about the criminal justice process and their individualized case.
- ____% of survivors will report having received information on available community resources.
- Law Enforcement:
 - Increase individualized contact (in person, mail, email or phone communication) between the law enforcement agency and survivors by ____%.
 - ____% of survivors will report that they were kept informed about their investigation/incident.
- Victim Services:
 - ____% of survivors will report having knowledge of available community resources.
 - ____% of survivors will report having strategies for enhancing their safety.
 - ____% of survivors will report having received support to improve their ability to cope with the aftermath of domestic violence and/or sexual assault and/or stalking.
- Culturally and Linguistically Specific Services:
 - ____% of survivors will report that they received written and verbal information in the language of their choice.
 - ____% of survivors will report that they received services that were respectful of the practices, preferences, and beliefs of their culture.
- Training
 - After receiving training from Agency X, ____% report that they can more effectively respond to survivors and/or cases of domestic/sexual/dating violence and stalking.

Please note that depending on the project, some agencies may not be able to use all the specified objectives in each category. In these situations, sub-grantees will be asked to explain why they were not able to utilize one or more of the objectives.

It is the intent that the above goals/objectives will allow for the Department of Public Safety to improve the ability to measure the success and lack thereof of programs that receive STOP funding. This data will help administrators to better gauge the needs of victims of domestic violence, sexual assault, dating violence, and stalking and as well those programs that are providing these services.

Members of the STOP Implementation Plan committee include:

Name	Title	Agency	Location
Emily Van Schenkhof	Policy Specialist	Missouri Coalition Against Domestic and Sexual Violence	Jefferson City (Statewide Organization)
Cheryl Robb-Welch	Chief Operating	Missouri Coalition	Jefferson City

	Officer	Against Domestic and Sexual Violence	(Statewide Organization)
Gail Reynoso	Equal Access Advocate	Coalition Against Rape and Domestic Violence (CARDV)	Fulton, MO
Martha Sanders	Executive Director	Moss House/Council on Families in Crisis	Nevada, MO
Sharon Alexander	Director of Development	Legal Services of Southern Missouri	Springfield, MO
Palle Rillinger	Executive Director	Metropolitan Organization to Counter Sexual Assault (MOCSA)	Kansas City, MO
Cheryl Leffler	Executive Director	Green Hills Women's Shelter	Trenton, MO
Deborah Daniels	Associate Circuit Judge	13 th Judicial Circuit	Boone County, MO
John Harper	Lieutenant	St. Louis City Police Department	St. Louis, MO
Deborah Oliver	Officer	Cape Girardeau Police Department	Cape Girardeau, MO
Jason Lamb	Executive Director	Missouri Office of Prosecution Services	Jefferson City, MO (Statewide Organization)
Rich Ferrari	Director of Programs	Missouri Office of Prosecution Services	Jefferson City, MO (Statewide Organization)
Catherine Vannier	Family Violence Resource Prosecutor	Missouri Office of Prosecution Services	Jefferson City, MO (Statewide Organization)
Martha Means	Prosecutor	KCMO Domestic Victim/Witness Assistance Program City Prosecutor's Office	Kansas City, MO
Carey DeLargy	Domestic Violence Court Coordinator	St. Louis County Specialized Domestic Violence Court	St. Louis County, MO

Input from non-profit, non-governmental agencies

Input from the following non-profit, non-governmental victim services was obtained in developing the FY 2010-2010 Implementation Plan:

Name	Title	Agency	Location
Emily Van Schenkhof	Policy Specialist	Missouri Coalition Against Domestic and Sexual Violence	Jefferson City (Statewide Organization)
Cheryl Robb-Welch	Chief Operating Officer	Missouri Coalition Against Domestic and Sexual Violence	Jefferson City (Statewide Organization)
Gail Reynoso	Equal Access Advocate	Coalition Against Rape and Domestic Violence (CARDV)	Fulton, MO
Martha Sanders	Executive Director	Moss House/Council on Families in Crisis	Nevada, MO
Sharon Alexander	Director of Development	Legal Services of Southern Missouri	Springfield, MO
Palle Rillinger	Executive Director	Metropolitan Organization to Counter Sexual Assault (MOCSA)	Kansas City, MO
Cheryl Leffler	Executive Director	Green Hills Women's Shelter	Trenton, MO

In addition to the expertise that these committee members brought to the planning process, information was solicited directly from service providers throughout the state via a survey that was developed by the Missouri Coalition Against Domestic and Sexual Violence in 2007 to determine whether their member agencies are currently providing culturally and linguistically specific services to victims of domestic and sexual violence (*Attachment A*). Many agencies reported barriers and an increased need to provide culturally and linguistically specific services to victims of domestic violence.

Diverse representation within the committee

The following data sets are taken into consideration during the award process: annual evaluation reports from STOP subgrantees, the U.S. Census information for Missouri, and the Uniform Crime Reporting data.

According to the 2008 U.S. Census estimate, Missouri's Native American population was .5 percent of the overall population. However, there are no formal Tribes from which representation could be solicited. The Department of Public Safety will continue to seek information to determine the needs of Native Americans relating to violence against women. According to statistics from MCADSV's 2008 Member Program Services Report, of the 5,444 women receiving shelter, less than 1% identified as Native American (*Attachment B1*). MCADSV's 2009 Member Program Services Report indicated the same findings (*Attachment B2*).

To ensure diverse representation, committee members were recruited from various organizations and fields in the state. Primary consideration was given to the expertise of committee members

in the area of serving victims of violence against women (especially domestic violence and sexual assault). Representation of committee members that work within the area of culturally and specifically specific services also participated in the committee. Committee members are from various areas of the state, some from the metropolitan areas, others from mid-size towns/cities, and still others from rural areas.

Continuing Planning Activities

Throughout the year, committee members will be kept apprised of any changes to the STOP program. In addition, members are encouraged to continue providing any information or input that would assist the Department of Public Safety in the most effective and efficient administration of these funds, including recommendations for programming and improving the application process.

Additionally, committee members will meet periodically to discuss the implementation process of the new uniform goals and objectives for sub-grantees and to determine if any modifications need to be made.

III. Needs and Context

Geographic and Demographic Information

In Missouri, 97.4 percent of the land is classified as rural, however, only approximately 33 percent of the population lives in rural areas (U.S. Census Bureau, 2008). The United States Census Bureau has taken the lead in creating a working definition of rural by defining what is urban or metropolitan, rather than defining rural by exclusion. The Census Bureau defines an urbanized area as consisting of adjacent, densely settled census block groups and census blocks that meet minimum population density requirements along with adjacent densely settled census blocks where together they encompass a population of at least 50,000 people. Urban clusters have a similar definition; however, the overall population can be 2,500 to less than 50,000. The Census Bureau defines all other areas as rural.

Missouri has a population of approximately 5.9 million people based on 2009 census estimates released by the U.S. Census Bureau. Approximately 51% of Missouri's population is female. The ethnic population of Missouri is predominantly white (85%) with the African-American population comprising of 11.5% of the state's population followed by the Hispanic population, Asian-Pacific Islander population, Native American population, and others – all comprising less than 4% of the total Missouri population (U.S. Census Bureau, 2008).

The City of St. Louis, and Jackson and St. Louis Counties make up about 34% of Missouri's population (U.S. Census Bureau, 2009). However, based on the 2008 *Crime in Missouri* report compiled by the Missouri State Highway Patrol, these metropolitan areas contribute to 53% of the total violent crime index in the state of Missouri (Index crimes include murder, forcible rape, robbery, aggravated assault, burglary and theft). The suburban counties surrounding St. Louis City, and Jackson and St. Louis Counties make up another 20% of Missouri's population. The

balance of 46% of Missouri's population lies in mainly small "metropolitan" and rural areas of the state.

General Total Population	5,911,605
Rural/Urban Breakdown (population)	Rural: 33% Urban/Metropolitan: 67%
Age Breakdown	0 -17: 1,421,469 45-64: 1,554,812 18-24: 560,463 65+: 805,235 25-44: 1,569,626
Race Breakdown	Caucasian: 5,026,572 (85%) African-American: 679,223 (11.5%) Hispanic: 189,700 (3%) Asian: 85,898 (1.5%) Native American: 30,034 (.5%) Other: 89,878 (1.5%)
Gender Breakdown	Male: 2,892,775 (48.9%) Female: 3,020,830 (51.1%)
Physical Ability (breakdown by age of individuals with disability)	Population 0-18: 67,143 Population 18-64: 441,351 Population 65+: 299,234
Income Information	Median Household Income: \$46,867 Households below median household income: 52%

Most, if not all, areas of Missouri could use additional services. Unfortunately, the need for additional victim services, law enforcement and prosecution personnel has far outpaced what Missouri is able to provide through the STOP program alone. However, other grants such as the Victims of Crime Act (VOCA), the Sexual Assault Services Program Grant (SASP) and Missouri's State Services to Victims Fund (SSVF), also address victim service issues and contribute to funding projects in Missouri. One initiative underway in Missouri is to develop and expand current service agencies to dual-purpose agencies (providing specialized services to both domestic violence and sexual assault victims).

Crime statistics

The State of Missouri does not have a central repository to collect data on victims of crime. The Missouri State Highway Patrol, through criminal case history reporting and the Statistical Analysis Center, collects information on criminal offenses reported by local law enforcement including limited information on domestic violence incidents and domestic violence homicides. However, the Missouri State Highway Patrol does not, at this time, collect information on the victims of crime in those cases.

Data detailed below is as reported through the Uniform Crime Reporting (UCR) Program administered by the Missouri State Highway Patrol. Data is from 2009, the most recent data available from the Highway Patrol's Statistical Analysis Center.

Number of reported domestic violence incidents: 37,038*

*This number does not include incidents between persons who are or who have been in a continuing social relationship of a romantic nature with the victim.

*This number may not be reflective of those agencies that do not classify domestic assault as a separate crime. For example, the Kansas City Police Department operates under the municipality of Kansas City, MO (population = 447,306) which classifies domestic violence related

offenses as “assault”. Therefore, the number of domestic violence related incidents for Kansas City, MO will not be captured in these figures.

Population Breakdown by County:

40.5% of DV offenses occurred in populations greater than 250,000 (Urban)

10% of DV offenses occurred in populations of 100,000 – 249,999 (Urban)

18% of DV offenses occurred in populations of 50,000 -99,999 (Urban)

17% of DV offenses occurred in populations of 25,000-49,999 (Rural)

14.5% of DV offenses occurred in populations of 24,999 or less (Rural)

Number of first-degree domestic assault arrests: 656

Number of second-degree domestic assault arrests: 2,293

Number of third-degree domestic assault arrests: 6,729

Number of domestic violence homicides: 42

Number of Protection Orders filed: 43,820

Number of Protection Order violations: 1,818 violations of adult orders of protection were filed in 2009 (Office of State Court Administrator). 81 of these violations were 2nd offenses (felonies).

Number of Protection Order Violation Arrests: 366

Number of reported stalking arrests: 60

Number of aggravated stalking arrests: 86

Number of reported rapes: 1,496

Number of reported attempted rapes: 108

Rural/Urban by county (rape and attempted rape reports combined):

61.4% of offenses occurred in populations greater than 250,000

11% of offenses occurred in populations of 100,000 – 249,999

7.4% of offenses occurred in populations of 50,000 -99,999

10.5% of offenses occurred in populations of 25,000-49,999

9.7% of offenses occurred in populations of 24,999 or less

Total Forcible Rape Arrests: 552

By age: 88.6% of suspects were adults; 11.4% of suspects were juveniles

By race: 55.4% of suspects were Caucasian;

43.5% of suspects were African American;

1.1% of suspects were Asian or Pacific Islander

By gender: 98.5% of suspects were male; 1.5% of suspects were female

Total Sex Offenses Arrests (except Forcible Rape and Prostitution): 2,423

By age: 81.4% of suspects were adults; 18.6% of suspects were juveniles

By race: 72.4% of suspects were Caucasian; 27% of suspects were African American; >1% of suspects were either Asian or American Indian/Alaskan Native

By gender: 93.7% of suspects were male; 6.3% of suspects were female

A general summary of findings from statewide needs assessments, surveys, and evaluations, are detailed by the area of focus (e.g. sexual assault, domestic violence, etc.) in the following sections.

Sexual Assault

In the fall of 1998 and winter of 1999, the University of Missouri – Columbia conducted a survey for the Missouri Departments of Health and Public Safety to determine the level of surveillance data available regarding sexual violence in the state of Missouri. Surveillance of sexual crimes is necessary in order to identify high-risk groups, identify needed interventions, to understand the health concerns surrounding sexual violence, and to determine the effectiveness of prevention and intervention projects that address sexual violence. The University of Missouri – Columbia (UMC) contacted 721 law enforcement agencies and colleges/universities and 55.2% of those contacted responded to the study. Based on those responses, UMC determined that 1.8% of adult Missouri women experienced an attempted rape or rape in the past year. UMC's study also indicated that 30% of Missouri women have experienced an attempted rape or rape at least one time in their lives. *(The Executive Summary of the study is included as Attachment C.)*

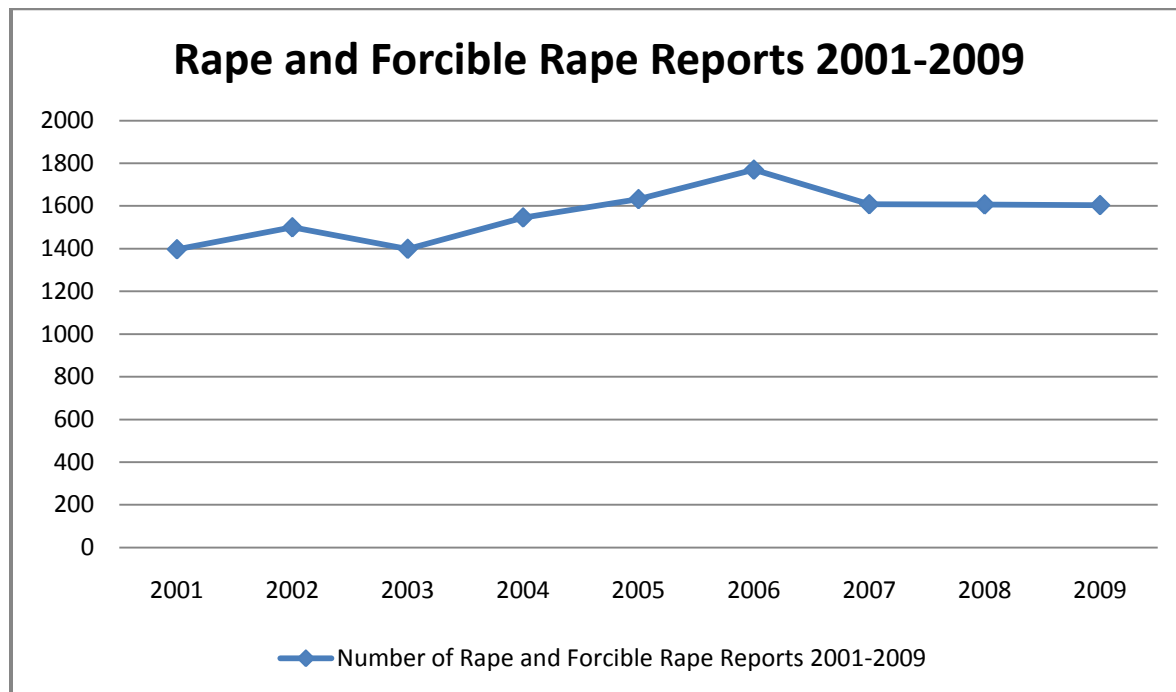
In 2006, Missouri Coalition Against Domestic and Sexual Violence (MCADSV), formerly the Missouri Coalition Against Domestic Violence, expanded its mission to address sexual violence, dating violence, and stalking. Of MCADSV's 83 member agencies, 58 (or 70%) reported that they worked with sexual assault victims, in addition to their work with domestic violence victims.

The 2005 *Behavior Risk Factor Surveillance System Annual Report* found that 12.5 percent of women in Missouri and 1.5 percent of men in Missouri had experienced unwanted sex. Additionally, this study found 16 percent of women and 4 percent of men had experienced attempted unwanted sex .

According to the 2007 STOP Violence Against Women Annual Report, Missouri sub-grantees served 1,349 victims of sexual assault.

Figure 1 depicts the number of forcible rape reports during the time period of 2001 – 2009. The data was taken from the Missouri State Highway Patrol Uniform Crime Report. There has been a steady increase in the number of forcible rapes that were reported in Missouri with a significant increase in 2006. In the years following 2006, the number of reports has remained relatively constant.

Figure 1



Domestic Violence

In 2006, the University of Missouri-Columbia Law School's Family Violence Clinic completed a study on the justice system's response level of Missouri's counties to violence against women. This statewide assessment was necessary to determine the level of Missouri's justice system response to violence against women in all Missouri counties and the City of St. Louis. The assessment was conducted through a statewide data collection system, with the goal being to analyze the response to domestic violence by prosecutors, judges, and police. Results indicated inconsistencies in how counties are responding to domestic violence incidences. Information from this study has been used to evaluate not only the needs in the various counties, but has also been used to encourage policy and legislative changes.

Statistics collected by the Missouri Coalition Against Domestic & Sexual Violence indicate that in **2008** 84 membership programs sheltered **5,444** women and **5,020** children. Alarming, the Missouri Coalition Against Domestic & Sexual Violence also reports that **9,089** women, children, and men were turned away because the shelter facilities were filled to capacity. This number has substantially increased over the past few years (*Attachment B1*). In 2009, MCADSV reported that of its 87 programs, a total of **49,215** women, children and men received residential and non-residential domestic violence services, and 10,506 women, children and men received shelter. They also reported that there were **18,821** unmet requests for services (residential and non-residential) (*Attachment B2*).

Additionally, the Missouri Coalition Against Domestic & Sexual Violence administered a Needs

Assessment Survey to the directors of domestic violence programs in the state of Missouri. They utilized the results of that survey and identified the following areas of need:

- Funding resources that support services for domestic violence victims and their children.
- Funding that supports the establishment of formal structures to coordinate community-wide responses to domestic violence.

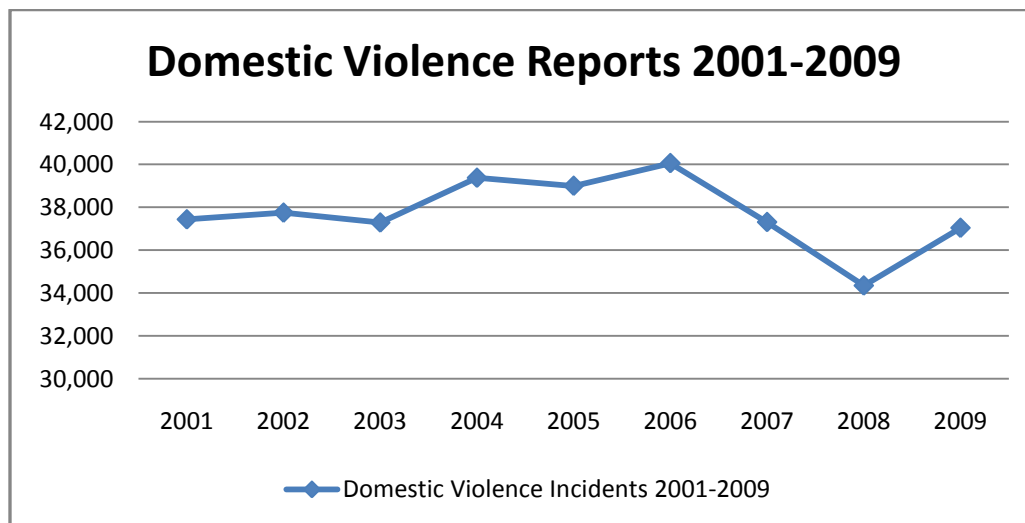
The survey identified obstacles to coordinating community responses, such as: multiple municipal and county jurisdictions; lack of domestic violence program staff to meet current service demands; communication difficulties; turf issues and related resistance to participation in local efforts; and insufficient training resources and education about the severity of domestic violence.

Other unmet needs identified in the needs assessment survey included: legal representation; affordable and available child care; sufficient permanent housing; employment and job training; adult basic education; assistance services; drug and alcohol treatment for battered women; transitional housing; and children's counseling service. Both the establishment of standards for batterer's treatment programs and batterer intervention services were also identified in the assessment. Since that time, MCADSV developed Batterer Intervention Standards (June, 2006) and a number of services for batterers have emerged in recent years. The court system, the probation and parole system, other criminal justice officials, the victim service providers, and other community officials and caregivers need to be involved in meeting these needs.

According to the 2007 STOP Violence Against Women Annual Report, Missouri sub-grantees served 11, 537 victims of domestic violence.

Over the last several years, the number of domestic violence reports has remained steady. Figure 2 indicates that the number of reports reached the highest peak in 2006 and the lowest peak in 2008.

Figure 2

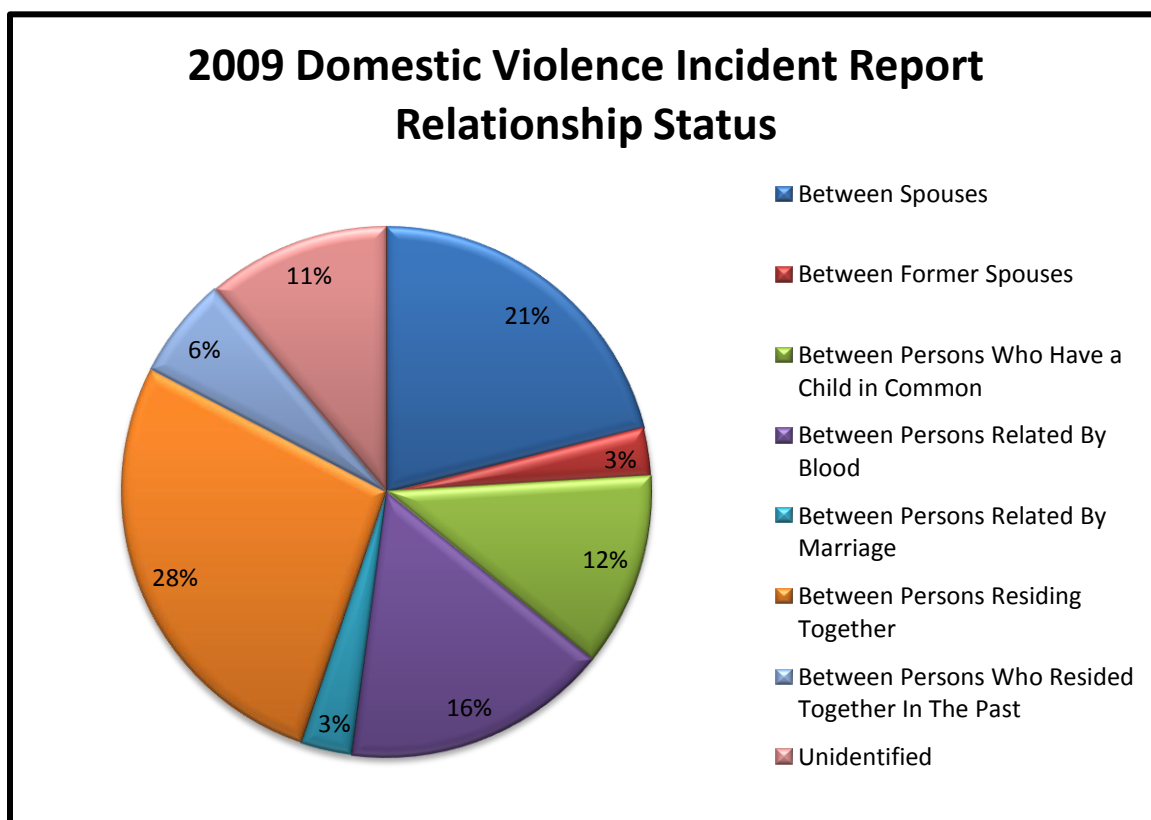


Note: This report does not include incidents between persons who are or who have been in a continuing social relationship of a romantic nature with the victim. This chart also does not include data from the Kansas City, MO area.

As noted previously, there were approximately 42 domestic violence homicides reported in 2009. 60% of those domestic violence homicides were perpetrated with a firearm (Missouri Statistical Analysis Center, 2010). The Violence Policy Center recently released a report indicating that in 2008, Missouri tied Arkansas for the seventh highest homicide rate among female victims killed by male offenders in single victim/single offender incidents (2010, September).

In 2009, the Missouri Highway Patrol Uniform Crime Report (UCR) indicated that there 36,949 reports of domestic assault. Figure 3 illustrates the relationship between the offender and the victim. The relationship status with the highest number of incident reports (28%) were those individuals that resided together but were not married at the time.

Figure 3



Note: This report does not include incidents between persons who are or who have been in a romantic relationship but have not lived together or had a child together.

Culturally and Linguistically Specific Services

In 2007, the Missouri Coalition Against Domestic & Sexual Violence (MCADSV) conducted a Culturally and Linguistically Specific Services survey of member agencies to determine how

many of them offered these types of services (*Attachment A*). Of the 41 that responded, 10 (24%) stated that its primary purpose is to provide culturally and linguistically specific services to victims of domestic violence, dating violence, sexual assault, and/or stalking. Another 3 (7%) of agencies indicated that it had programs within their agencies whose primary purpose was to provide these services. Most of the agencies that responded offer some specific services. The most common services offered are bi-lingual staff, interpreters, and literature in languages other than English. The biggest barriers agencies face are hiring and retaining bi-lingual staff, the cost of interpreters, and finding interpreters for less common languages and dialects.

In July 2007 MCADSV published “The Basics: Working Toward Cultural Competency.” This technical assistance bulletin provides guidelines that can help advocates and program administrators increase their cultural competence when providing services to survivors. This document provides some basic information on how to understand culture and begin the process of challenging oneself to become more aware of the ways in which culture has an impact upon the work and the lives of individuals they serve (*Attachment D*).

Missouri Need for Services

There are 114 counties and one independent city in Missouri. Of these 115 entities, 36 counties do not have any type of services for victims within their county border. Of the remaining 79 counties that have some form of victim service organization in their county, 52 of those counties have a residential shelter that serves either domestic violence victims, sexual violence victims or both populations. Sixty one counties have an advocate in their prosecuting attorney’s office. Programs throughout the state are experiencing increasing demands for services that exceed current program capacity. According to the Missouri Coalition Against Domestic and Sexual Violence, turn away rates for shelter services have reached an all-time high with 15,000 women, men and child turned away in 2009 because of a lack of shelter bed space. The rural areas appear to have a great need for services are the southeastern region of Missouri, also known as the “boot heel”, and the northern region of Missouri, specifically the northeastern portion of the state. Additionally, the urban areas of Kansas City and St. Louis are also afflicted from the lack of services, specifically, bed nights for domestic violence victims, due in part to these highly populated regions.

According to the *Missouri Statistical Analysis Center*, the following 10 counties have the highest rates of domestic violence in 2008, rated highest to lowest:

NUMBER OF REPORTED INCIDENTS PER 100,000 PEOPLE*
1. Grundy (2,060)
2. Mississippi (1,627)
3. Audrain (1,474)
4. Scott (1,369)
5. Taney (1,355)
6. Crawford (1,325)
7. Greene (1,195)
8. McDonald (1,175)
9. Callaway (1,145)
10. Jasper (1,091)

*These numbers do not include incidents between persons who are or who have been in a continuing social relationship of a romantic nature with the victim.

*These numbers may not be reflective of those agencies that do not classify domestic assault as a separate crime. For example, the Kansas City Police Department operates under the municipality of Kansas City, MO (population = 447,306) which classifies domestic violence related offenses as "assault". Therefore, the number of domestic violence related incidents for Kansas City, MO will not be captured in these figures.

Legislative information

Legislatively, Missouri has many laws in place to implement and support the beginnings of a coordinated and consistent response from the criminal justice system. A sampling of some of these laws is listed below:

- The Missouri Constitution was amended to include basic victims' rights. Prosecutors must inform victims of their rights and uphold the rights of the victim within the criminal justice system.
- Law enforcement officers must inform abuse victims, at the scene of an alleged incident, of available services and judicial remedies for relief from adult abuse and must provide or arrange transportation for the abuse victim to a medical facility or place of safety.
- The Missouri Adult Abuse Act allows law enforcement officers to make arrests based on probable cause, makes an order of protection an available option for domestic violence victims, provides a broad definition of "victim of domestic violence" and outlines civil actions available to domestic violence victims in regard to child custody and other issues.
- Marital rape was criminalized in 1991.
- Marriage license fees and civil case filing fees are collected to fund domestic violence shelters.
- Currently, 600 hours of basic training are required to be certified as a law enforcement officer in the state of Missouri and 30 of those hours must be in the area of domestic and family violence. The training also contains a four-hour block on sexual assault investigations. All political subdivisions within Missouri may adopt standards that are higher than the 600 hours.
- Law enforcement officers in Missouri are required to obtain 48 hours of continuing education within three years to maintain certification.
- State Services to Victims Fund grant provides assistance to sexual assault and domestic violence programs.
- Missouri General Revenue funds provide grants to domestic violence programs.
- The state's criminal case history repository collects data specific to the incidents of domestic violence in addition to other crime statistical information.
- Stalking is defined as a crime and is cause for granting an Order of Protection.
- By state law, domestic violence victims are not required to pay costs associated with the filing of criminal charges against offenders or cost associated with the issuance or service of a warrant, protection order, or witness subpoena associated with a domestic violence offense.
- Law enforcement officers are required to make a determination regarding homicide cases involving an adult victim as to whether there is reason to believe the homicide is related to domestic violence and to report the homicide to the Missouri State Highway Patrol.

- Charges and penalties have been strengthened for offenders of certain crimes of assault in the third degree, which include domestic violence related assaults.
- Missouri law was amended to disallow marriage as a defense against the crimes of sexual assault and deviant sexual assault.
- Missouri law was amended to allow for the civil commitment of sexual predators. Individuals deemed to be “sexually violent predators” may be committed to the custody of the Department of Mental Health for control, care, and treatment until the person’s mental abnormality or personality disorder has been corrected to the point that the person is safe to live among the populace.
- Missouri law was amended so that registration and a Missouri court order recognizing a foreign order of protection shall not be required for the enforcement of a certified foreign order of protection.
- Missouri Office for Victims of Crime (MOVC) was established and funded by an increase in the Crime Victims’ Compensation court surcharge. MOVC, now called the Missouri Crime Victim Services Unit, assists with the coordination of crime victims’ services and programs that promote the fair and just treatment of crime victims. They have developed the Missouri Victim Automated Notification System (MOVANS). MOVANS allows victims to be notified of court dates and custody status of offenders.
- Missouri law was modified regarding the filing of orders of protection, including prohibiting the assessment of filing fees, court costs, or bond for orders of protection.
- Missouri law was modified to eliminate the statute of limitations for forcible rape and sodomy.
- Missouri law mandates that the Missouri Department of Public Safety pay for charges associated with the sexual assault forensic evidence examinations of rape and sexual assault victims. The Department cannot bill the victim for the costs and is to directly pay medical providers for the charges. Previously the Department billed the victim’s insurance, Medicare or Medicaid for the exam.
- Missouri law established an address confidentiality program allowing victims of domestic violence, rape, sexual assault, or stalking to receive an alternative address that would protect their physical street addresses from being disclosed.
- Missouri law requires staff and volunteers working for rape crisis centers to maintain the confidentiality of sexual assault survivors.
- Missouri law prohibits requesting or requiring a sexual assault victim to take a polygraph test as a condition for proceeding with a criminal investigation.
- Missouri law requires courts to remove personally identifying information about victims of sexual assault, domestic assault, stalking, or forcible rape from records before disclosure to the public.
- Missouri law increases the penalty for a repeat first degree domestic assault offender to a class A felony.
- Missouri law required that standardized forms, procedures for gathering evidence, and sexual assault evidentiary collection kits be developed.
- Stalking and harassment laws redefined and expanded.
- Jailers are authorized to serve civil orders (i.e. protection orders) to individuals who are incarcerated.
- Adult Orders of Protection include individuals who are 17 years of age.
- Domestic Violence/Assault offenses in other states qualify as prior offenses for Missouri charges.

- Medical providers are no longer required to file a report of a sexual assault forensic examination with the local prosecuting attorney.
- Anyone who must register as a sex offender is required to submit both fingerprint and DNA samples.
- Missouri law was amended so that it prohibits any pleadings, attachments or exhibits filed with the court from including Social Security numbers, credit card numbers and financial account numbers.
- Crime victims can now request a photograph of an offender prior to the person's release from incarceration.

Missouri's laws regarding violent crimes targeting women are strong and incorporate many enforcement capabilities for the criminal justice system. The advisory committee for the STOP Violence Against Women Grant Program recognizes that in addition to the new laws there is a need for the consistent implementation, application, and enforcement of existing laws. Awareness of the issues, training on new investigative and prosecutorial techniques, victim sensitivity and advocacy training, information on offender-based programs that make accountability the norm and community networking will assist members of the criminal justice system in the development of policies and procedures that will create consistent community-based responses to violent crimes targeting women.

Impact of other sources of funding

The Department of Public Safety works to enhance services by coordinating funding in such a way that it minimizes duplication of services. The other sources of funding have a minimal impact on the planning process for STOP because the need for services is so great; rarely is it the case that an agency receives either enough or unrestricted funding to cover programming currently supported with STOP funding.

In addition to the STOP VAWA funding, the Missouri Department of Public Safety also allocates a significant percentage of the Victims of Crime Act (VOCA) funding and the State Services to Victims Fund (SSVF) grant to domestic violence and sexual assault initiatives. DPS also administers the Sexual Assault Services Program (SASP) funding which is solely allocated to sexual assault services. Other Missouri state agencies that administer funding to address issues of violence against women include the Missouri Department of Health and Senior Services and the Missouri Department of Social Services.

IV. Plan Priorities and Approaches:

A. Identified Goals

Overall Goals are stated and followed by process and outcome objectives. Process objectives address the provision of services. Outcome objectives address the effects of the services.

Goal I - The STOP Violence Against Women Grant funds will be utilized by the State of Missouri

to strengthen the criminal justice system's response to violence against women.

Process Objectives

1. STOP Funds will be provided to prosecutors' offices, law enforcement agencies, the courts, and to other agencies for the purposes of:
 - a. Implementing and/or continuing special investigative and/or prosecutorial units that specifically address violent crimes committed against women;
 - b. Implementing and/or continuing victim assistance programs aimed at serving women victimized by violent crime;
 - c. Implementing court-based programs that address violent crimes committed against women;
 - d. Sending staff to training specific to the issues of sexual assault, domestic violence, stalking, and other violent crimes targeting women, on the requirements of the laws relating to those crimes, and on investigative and prosecutorial techniques leading to the effective adjudication of such cases; and
 - e. Coordinating or continuing to coordinate community efforts to address violence against women through community councils, task forces, community coordinated response teams, etc.
2. Legal services agencies may receive funding for outreach offices to provide funding for an attorney to assist victims of domestic violence with filing for an order of protection.
3. Legal services attorneys may receive funding to conduct clinics at various participating domestic violence shelter facilities so that survivors may learn to represent themselves in filing for an order of protection.
4. STOP funds may be provided to statewide peer associations and/or statewide training academies to continue to provide training specific to the issues of sexual assault, domestic violence, stalking, and other violent crimes targeting women and on the requirements of the laws relating to those crimes.
5. STOP funds may be provided for batterer's intervention programs that incorporate a mix of treatment with clear sanctions for noncompliance through the coercive power of the judicial system.

Outcome Objectives

1. Through the special investigative and prosecutorial units, it is anticipated that, within those communities that implement such units, there will be an increase in the number of arrests, an increase in the number of cases accepted for prosecution, and an increase in the conviction rate for perpetrators of violent crimes committed against women.

2. Legal services agencies provide improved access to the court process and protective services, which can increase the number of victims following through with a full order of protection.
3. Clinics offered by legal services agencies empower crime victims to help themselves obtain the entire range of protections available to them through the legal system.
4. Training for law enforcement, prosecutors, the courts, and other criminal justice professionals raises the awareness and increases interest in developing new policies, procedures, and protocol regarding their response to, investigation of, and prosecution of domestic violence, sexual assault, stalking, and other violent crimes targeting women.
5. Training for criminal justice professionals, specifically law enforcement officers, prosecutors, and the court professionals, leads to the effective adjudication of such cases and holds the offender accountable.
6. Training on victim sensitivity and advocacy facilitates the development of new policies, procedures, and protocol directed at meeting the needs of women victimized by violence.
7. Formal victim assistance programs within criminal justice agencies, specifically within law enforcement agencies, prosecutors' offices and the courts, aimed at serving women victimized by violent crime, improve the criminal justice system's response to their needs. These programs provide women with a knowledgeable source from the time the crime is reported to help them deal with immediate issues, to identify support systems, and to begin the healing process.
8. Formal victim assistance programs within criminal justice agencies, specifically within law enforcement agencies, prosecutors' offices and the courts, aimed at serving women victimized by violent crime improve the chances that victims will report the crime and cooperate with the criminal justice system, thereby improving the rate of successful prosecution and improving offender accountability.
9. The ability of community agencies to provide a coordinated response to violence against women is enhanced by community networking, which allows for the extension of and sharing of existing resources available within the community.
10. Community networking facilitates the development of new policies, procedures, and protocol regarding each community members' appropriate response to violent crimes committed against women.
11. The batterer's intervention program provides a tool with which to leverage the power of the criminal justice system to influence the offender's behavior and assures victim safety and offender accountability.
12. While the effectiveness of batterer's intervention programs has not yet been proven, it is hoped that a comprehensive intervention program that incorporates a mix of treatment with

clear sanctions for noncompliance will provide rehabilitation for adult male abusers by changing their patterns of abusive behavior and preventing subsequent episodes of domestic violence by the participants in the intervention program.

Problems Addressed

1. Understaffed law enforcement departments and prosecutors' offices.
2. Lack of training and expertise in the adjudication of sexual assault, domestic violence, and other violent criminal cases targeting women.
3. Lack of policies, procedures, and protocol for handling sexual assault, domestic violence, and stalking cases.
4. Lack of understanding within the criminal justice field concerning the requirements of existing laws, the dynamics of victimization, and the issues surrounding violent crime targeting women.
5. Underreporting of violent crimes committed against women, especially domestic violence and sexual assault.
6. Need for appropriate victim services in the criminal justice system, especially in law enforcement – the first responders in many cases.
7. Lack of trust in the criminal justice system.
8. Inaccessible legal protective services for victims of domestic violence and their children.
9. Victims' frustration with the legal system due to lack of understanding of the system and lack of support for accessing the system.
10. Lack of a coordinated community approach to violence against women.
11. Lack of resources within communities to support the coordination of community efforts.
12. Obstacles encountered when trying to coordinate community efforts, such as: multiple municipal and county jurisdictions, lack of awareness by the criminal justice system and the community regarding respective issues surrounding violent crimes committed against women, lack of staff to meet current service demands, communication difficulties, "turf" issues, and related resistance to participate in local efforts.
13. Underreporting to law enforcement by female victims of sexual assault.
14. Lack of offender accountability.
15. Offender recidivism.

***Goal II** – The STOP Violence Against Women Grant funds will be utilized to develop, enlarge, or strengthen victim services available to women who are the victims of violent crime.*

Process Objective

1. STOP funds may be provided to victim services agencies for training and technical assistance, and/or for direct services to women victimized by violence. While other types of direct services will be funded, the following types of services will be targeted:
 - a. Programs addressing the needs of sexual assault victims;
 - b. Court advocacy programs within domestic violence agencies;
 - c. Programs serving the children of domestic violence victims;
 - d. Programs that assist in obtaining orders of protection; and
 - e. Programs that provide culturally and linguistically specific services for victims of domestic and sexual violence. These populations would include the LGBT community, deaf and/or hard of hearing victims, immigrant victims, non-English or limited English speaking (LEP) victims, and disabled victims.
2. STOP Funds may be utilized by victim services agencies to send staff and volunteers to training specific to the provision of services to women victimized by violence.

Outcome Objectives

1. Providing funding to victim service agencies:
 - a. Increases resources available within communities to provide basic services and/or enhanced services to women victimized by violence;
 - b. Improves support and advocacy provided to assist women victimized by violence with the practical problems of living that have resulted from the crime;
 - c. Provides early intervention to the children of domestic violence victims in an effort to break the intergenerational cycle of domestic violence; and
 - d. Increase resources available within communities to provide and enhance culturally and linguistically specific services to women victimized by violence.
2. Court advocacy programs, within domestic violence programs, provide improved access for victims to the court process and protective services, and increase the number of victims following through with a full order of protection.
3. The ability of community agencies to provide a coordinated response to violence against women enhances community networking, allowing for the extension of and sharing of

existing resources available within the community.

4. Community networking also facilitates the development of new policies, procedures, and protocol regarding each community member's appropriate response to violent crimes committed against women.
5. Through STOP funded training/technical projects and/or by sending staff and volunteers to training, the victim services agencies' abilities to meet the needs of victims of domestic violence, sexual assault, stalking, and other violent crimes committed against women are enhanced.

Problems Addressed

1. Lack of resources within communities to provide basic services to women victimized by sexual assault, stalking, domestic violence, and other violent crimes targeted against women.
2. The traumatic and detrimental impact of domestic violence on child development.
3. Lack of employment, housing, education, finances, legal assistance, and social support systems needed to enable women victimized by domestic violence and other violent crimes to live independently.
4. Lack of understanding within the law enforcement and prosecution fields concerning the requirements of existing laws, the dynamics of victimization, and the issues surrounding violent crime targeting women.
5. Underreporting to law enforcement by female victims of violent crimes.
6. Lack of legal expertise within the domestic violence shelter and outreach programs.
7. Lack of a coordinated community approach to violence against women.
8. Lack of resources within communities to support the coordination of community efforts.
9. Obstacles encountered when trying to coordinate community efforts, such as: multiple municipal and county jurisdictions, lack of awareness by the criminal justice system and the community regarding respective issues surrounding violent crimes committed against women, lack of staff to meet current service demands, communication difficulties, turf issues, and related resistance to participate in local efforts.
10. Need for trained and qualified staff to administer services to women victimized by violence.
11. Lack of understanding of the criminal justice system and other legal processes.
12. Lack of culturally and linguistically relevant services.

Goal III – The STOP Violence Against Women Grant funds will be utilized to develop and

implement collaborative community-based programs to address violent crimes committed against women.

Process Objectives

1. STOP Funds may be utilized by victim services agencies to coordinate community efforts to address violence against women through community councils, task forces, community coordinated response teams, etc.
2. STOP Funds may be utilized by law enforcement and prosecutor agencies to continue to coordinate community efforts to address violence against women through community councils, task forces, community coordinated response teams, etc.
3. Recipients of STOP funds will be required to outline, in detail, the steps taken to develop and implement their collaborative community-based programs. This includes:
 - a. Submitting the names and agencies of participating members of their community councils, task forces, community coordinate response teams, etc.;
 - b. Providing a schedule of their regular meeting dates;
 - c. Submitting copies of any policies, procedures, or protocol specifically developed through their collaborative efforts

Outcome Objectives

1. The ability of community agencies to provide a coordinated response to violence against women enhances community networking, allowing for the extension of and sharing of existing resources available within the community.
2. Community networking facilitates the development of new policies, procedures, and protocol regarding each community members' appropriate response to violence crimes committed against women.
3. All members of the community have a better understanding of the needs of women victimized by violence, of the criminal justice process, and of the obstacles that exist and need to be overcome to provide a comprehensive approach to addressing the crimes of domestic violence, sexual assault, stalking, and other violence committed against women.
4. A higher level of safety for women victimized by violence.
5. Improved communications within the criminal justice agencies and the community including the victim service providers.

Problems Addressed

1. Lack of a coordinated community approach to violence against women.
2. Lack of resources within communities to support the coordination of community efforts.

3. Obstacles encountered when trying to coordinate community efforts, such as: multiple municipal and county jurisdictions, lack of awareness by the criminal justice system and the community regarding respective issues surrounding violent crimes committed against women, lack of staff to meet current service demands, communication difficulties, “turf” issues, and related resistance to participating in local efforts.
4. Lack of formal policies, procedures, and protocol to address violent crimes committed against women.

B. Relation to Prior Implementation Plans

Missouri has historically used STOP funding to implement and continue programs that are successfully serving the needs of victims of violence against women. Missouri’s strategy is to continue to support the programming that has proven to be effective in addressing the priorities outlined for the STOP Violence Against Women Act program. Local communities are recognizing the benefits of specialized services for victims of domestic violence and sexual assault, and many are willing to finance the projects beyond what STOP is able to do. This strategy has proven successful and has allowed for some new programming. By evaluating the programs that have been or are being supported with STOP funding, it is easier to determine what type of new programming is likely to be successful. Missouri also hopes to make the development of new programs and training a priority within the court allocation of STOP funding.

While Missouri’s overarching goals have not been altered, there are a few new initiatives that are underway that pertain to STOP funding. Over the years, the Missouri Department of Public Safety staff and grant review committee members have encountered challenges during the review and evaluation process of awarding funding. Oftentimes, it was challenging to equitably and fairly distribute funds based solely on the written information included in the narrative of the grant application. Even though both internal and external feedback is provided during this process, there still appeared to be instances where significant variables were unintentionally extenuated or based exclusively on subjectivity. The current grant review process enables reviewers to numerically measure different sections of the grant application on a nominal and ordinal scale (i.e. yes/no, rating scale 1-10). Although, factors such as the applicant’s geographical location, crime rate, poverty rate, and educational level were being reviewed, they were not being objectively factored in. Therefore, Missouri plans to incorporate a numerical, objective, process for the next STOP grant review process that will integrate the above factors into the rating system based upon a statistical approach that was developed in accordance with the Missouri Highway Patrol Statistical and Analysis Training Unit. It is our hope that this will in turn, eliminate some of the barriers reviewers encounter with allocating funds and ultimately will contribute to underserved victims of crime accessing services.

Up until recently, all sub-grantees have been required to comply with the Missouri Coalition Against Domestic and Sexual Violence (MCADSV) standards for domestic violence, sexual assault and batterer intervention programs. The STOP grant application requires applicants to

discuss their compliance with these standards in the Type of Program section of the narrative. However, as time progressed, it became evident that many agencies, such as, courts, prosecuting attorney offices, and law enforcement agencies found it difficult to comply with MCADSV's standards as the scope of their work differed. Thus, the Department of Public Safety developed Program Standards and Guidelines (*Attachment E*) which enable the above mentioned organizations to better adhere to victim specific policies and procedures. STOP sub-grantees that currently are directly providing services to victims can still adhere to the MCADSV Standards. In addition to the MoCVSU Standards and Guidelines, the Missouri Department of Public Safety Code of Professional Ethics for Victim Service Provider Sub-grantees (*Attachment F*) was developed. The Code of Ethics will pertain to ALL sub-grantees and will be cited as a provision of the Certified Assurances that all Project Directors and Authorized Officials are required to sign. After the implementation of these standards, we hope to see services become more standardized, professional, ethical, and most importantly, victim centered.

C. Priority Areas

Missouri will use STOP funds to support law enforcement agencies, prosecution services, court services, and other criminal justice agencies to implement/continue programming which includes special investigation and prosecution units, law enforcement or prosecutor-based victim services, training and technical assistance, and community coordination efforts. STOP funds will also be provided to private, non-profit agencies to provide direct victim services, including court and personal advocacy and civil legal assistance (assistance with filing for orders of protection), to provide training and technical assistance, to provide SANE services, to provide batterers' intervention services, and to facilitate community coordination efforts.

Missouri awards funds through a competitive bid process, so the Department of Public Safety is limited to the pool of applications submitted in any given Request for Proposal process. In the pre-bid process, special effort is given to contact eligible agencies in all areas of the state. Missouri is committed to not only serving as many people as possible with STOP funds, but also to ensuring that services are available to all people in the state, therefore funds are distributed as equitably as possible throughout the state based on both population and geography. A majority of funding is awarded to metropolitan areas, but rural Missouri also receives a fair share of the funding.

Priorities of the Missouri Plan

Missouri's FY2010-2012 STOP Violence Against Women Act Formula Grant Program Implementation Plan continues and builds upon the preceding plans to work towards the reduction of domestic violence, sexual assault, dating violence and stalking. The following list indicates the program purpose areas that we will fund projects under:

1. Training law enforcement officers, judges, other court personnel, and prosecutors to more effectively identify and respond to violent crimes against women, including the crimes of sexual assault, domestic violence, and dating violence;

2. Developing, training, or expanding units of law enforcement officers, judges, other court personnel, and prosecutors specifically targeting violent crimes against women, including the crimes of sexual assault and domestic violence;
3. Developing and implementing more effective police, court, and prosecution policies, protocols, orders, and services specifically devoted to preventing, identifying, and responding to violent crimes against women, including the crimes of sexual assault and domestic violence;
4. Developing, installing, or expanding data collection and communication systems, including computerized systems, that link various entities (police, prosecutors, and courts) for the purpose of identifying and tracking arrests, protection orders, violations of protection orders, prosecutions, and convictions for violent crimes against women, including the crimes of sexual assault and domestic violence;
5. Developing, enlarging, or strengthening victim service programs, including sexual assault, domestic violence and dating violence programs, developing or improving delivery of victim services to underserved populations, providing specialized domestic violence court advocates in courts where a significant number of protection orders are granted, and increasing reporting and reducing attrition rates for cases involving violent crimes against women, including crimes of sexual assault and domestic violence;
6. Developing, enlarging, or strengthening programs addressing stalking;
7. Supporting formal and informal statewide, multidisciplinary efforts, to the extent not supported by State funds, to coordinate the response of State law enforcement agencies, prosecutors, courts, victims services agencies, and other State agencies and departments, to violent crimes against women, including the crimes of sexual assault, domestic violence, and dating violence;
8. Training of sexual assault forensic medical personnel examiners in the collection and preservation of evidence, analysis, prevention, and providing expert testimony and treatment of trauma related to sexual assault;
9. Developing, enlarging, or strengthening programs to assist law enforcement, prosecutors, courts, and others to address the needs and circumstances of older and disabled women who are victims of domestic violence or sexual assault, including recognizing, investigating, and prosecuting instances of such violence or assault and targeting outreach and support, counseling, and other victim services to such older and disabled individuals;
10. Providing assistance to victims of domestic violence and sexual assault in immigration matters; and
11. Maintaining core victim services and criminal justice initiatives, while supporting complementary new initiatives and emergency services for victims and their families.

Strategies for funding these purpose areas are outlined as follows:

Criminal and Civil Justice Systems

The STOP Violence Against Women Grant funds will be utilized by the state of Missouri to

strengthen the criminal justice system's response to violence targeting women.

STOP funds will be provided to prosecutors' offices, law enforcement agencies, courts, and to other criminal justice agencies for the purposes of implementing and/or continuing special investigative and/or prosecutorial units that specifically address violent crimes committed against women. STOP Funds will also be allocated towards the implementation and/or continuation of victim assistance programs aimed at serving women victimized by violent crime, and to developing policies, procedures, and protocols for handling sexual assault, domestic violence and stalking cases.

Through the special investigative and prosecutorial units that focus specifically on victims of domestic and sexual violence, it is anticipated that, within those communities that implement such units, there will be an increase in the number of arrests, an increase in the number of cases accepted for prosecution, an increase in the number of victims who are in attendance at court, a decrease in the rate of recidivism, and an increase in the conviction rate for perpetrators of violent crimes committed against women and other victims of domestic violence, sexual violence, dating violence and stalking.

Formal victim assistance programs within criminal justice agencies, specifically within law enforcement agencies, prosecutors' offices and the courts, can improve the criminal justice system's response to the needs of victims of domestic violence, sexual violence, stalking and dating violence. These programs can be a knowledgeable source for victims throughout the duration of their case by helping them with immediate issues/crises, identifying support systems and resources, and by providing assistance in the healing process. It is the hope that these programs can improve the chances that victims will report the crime and cooperate with the criminal justice system, thereby improving the rate of successful prosecution and improving offender accountability.

Missouri currently funds specific court programs that focus solely on issues pertaining to domestic violence in both the criminal and civil systems (i.e. full order of protection hearings). These types of programs enhance the coordination of cases and the efforts of the parties involved, increase accountability, increase judges and court personnel understands of the dynamics of domestic violence and its effect on children, and overall, provides greater comprehensive relief for victims at an earlier stage of the judicial process.

It is the intent of the Missouri plan to provide funds to agencies that will address the following problems and issues related to the criminal and civil justice systems:

- Understaffed law enforcement departments and prosecutors' offices;
- The lack of understanding within the criminal justice field concerning the requirements of existing laws;
- The dynamics of victimization and the issues surrounding the crimes of domestic violence, sexual violence, dating violence and stalking such as the underreporting of violent crimes committed against women (especially domestic violence and sexual assault reported by females);
- The need for appropriate victim services in the criminal and civil justice systems

- (especially in law enforcement – the first responders in many cases); and
- The lack of offender accountability.

Victim Services

The STOP Violence Against Women Grant funds will be utilized to develop, enlarge, and/or strengthen victim services available to victims of domestic violence, sexual violence, dating violence and stalking. STOP funds may be provided to victim services agencies for direct services as well as training and technical assistance. While other types of direct services will be funded, the following types of services will be targeted: programs addressing the needs of domestic violence and sexual violence victims; culturally and linguistically specific programs addressing the needs of victims of domestic and sexual violence; programs serving traditionally underserved populations; court advocacy programs within domestic violence agencies; programs that serve children of domestic violence victims; and programs that assist victims in obtaining orders of protection.

By providing victim services with STOP funding, more resources may be available within communities to provide basic services and/or enhanced services to victims. These efforts could help enhance support and victim advocacy services as well as provide more effective tools and skills to empower victims with dealing with other crises that arise as a result of the crime (i.e. finances, housing, etc.). The enhancement or implementation of resources can also provide early intervention to the children of domestic violence victims in an effort impede the intergenerational cycle of domestic violence. Legal services programs as well as court advocacy programs within domestic violence programs can provide improved access for victims to the civil court process and to protective services, which could lead to an increase in the number of victims who seek full orders of protection.

The Missouri plan strives to provide funds to agencies that will address the following problems relating to victim services:

- The lack of resources within communities to provide basic services to victims;
- The lack of employment, housing, education, finances, legal assistance, and social support systems needed to enable victims to live independently;
- The lack of resources for underserved victims, specifically culturally and linguistically specific victims as well as disabled and elder victims;
- Inaccessible legal protective services for victims of domestic violence and their children; and
- Victims' frustration with the legal system due to lack of understanding of the system and lack of support for accessing the system.

Training

Missouri will seek to fund programs that focus on training law enforcement, judges, prosecutors, and court personnel on specific topics related to sexual assault, domestic violence, dating violence, stalking and other violent crimes targeting women. This may also include training on the requirements of the laws and statutes relating to those crimes and on investigative and

prosecutorial techniques leading to the effective adjudication of such cases. STOP funds may also be provided to statewide peer associations, statewide training academies, and/or statewide coalitions that seek to provide training specific to the issues of sexual assault, domestic violence, dating violence, stalking, and other violent crimes targeting women.

Agencies may also apply for STOP funding for training and technical assistance projects and/or to send staff and volunteers to training. This enhances victim services agencies' abilities to meet the needs of victims and provide victims with more effective tools and resources.

It is anticipated that training for law enforcement, prosecutors, the courts, and other criminal justice professionals will raise awareness and increase interest in developing new policies, procedures, and protocols regarding their response to, investigation of, and prosecution of domestic violence, sexual violence, dating violence and stalking crimes. This could then lead to the effective adjudication of such cases and hold the offender accountable.

The following training programs will be sought by Missouri:

- Multi-disciplinary training and/or conferences;
- Regional trainings that minimize the amount of staff time required to attend training; and
- Training curriculum (i.e. webinars) that can be accessed via the Internet.

Coordinated Community Response

STOP funds will be utilized to enhance the ability of community agencies to provide a coordinated response to domestic violence, dating violence, sexual violence, and/or stalking, by developing community networking, coordination and collaboration. This may allow for a more effective, comprehensive response to victims. The extension of, and sharing of existing resources available within the community, can lead to the development of new policies, procedures and protocols regarding each community members' appropriate response to these crimes, ensuring that victims are provided with services that promote their safety and well being.

The problems that Missouri hopes to address with STOP funds would include:

- The lack of a coordinated community approach to violence against women
- The lack of resources within communities to support the coordination of community efforts
- The obstacles encountered when trying to coordinate community, such as:
 - Multiple municipal and county jurisdictions;
 - The lack of awareness by the criminal justice system and the community regarding respective issues surrounding violent crimes committed against women;
 - The lack of staff to meet current service demands,
 - Communication difficulties, turf issues and related resistance to participate in local efforts.

Other initiatives recognized by the Committee:

SANE Programs - The development of Sexual Assault Nurse Examiner (SANE) programs is an

important issue for not only law enforcement and prosecution (improved forensic evidence collection), but it is also an essential element to providing support and services to victims of sexual assault.

STOP Funds may be provided to a suitable applicant to provide training and/or technical assistance to local program coordinators and nurses interested in developing a local Sexual Assault Nurse Examiner Program. The Sexual Assault Nurse Examiner Programs enhance the evidence collection capabilities of local law enforcement through the proper use of the state's standardized rape kit, and thereby, improves the success rate of prosecution and increases offender accountability.

Batterers' Intervention Programs - STOP funds may be provided for batterer's intervention programs that incorporate a mix of treatment with a graduated range of clear sanctions that use the coercive power of the criminal justice system to hold batterers accountable for noncompliance and for changing their behavior. Programs must also focus on the safety of the victim. Batterer intervention programs can provide a tool with which to leverage the power of the criminal justice system to influence the offender's behavior and focus on victim safety and offender accountability.

While the effectiveness of batterer's intervention programs has not yet been proven, it is hoped that a comprehensive intervention program that incorporates a mix of treatment with clear sanctions for noncompliance will provide rehabilitation for adult male abusers by changing their patterns of abusive behavior and preventing subsequent episodes of domestic violence.

Populations and Geographic Area to be served:

Funds are distributed equitably, geographically, based on population, need, underserved populations, etc. In addition at least 25% of the funds will be distributed to each of the discipline categories of Law Enforcement and Prosecutors, 30% to Victim Services – 10% of which will be allocated to culturally and linguistically specific services and 5% to the Courts. The remaining 15% (discretionary funding) will be used to support programs such as training and technical assistance programming, batterers' intervention programming, as well as programs from the other categories (depending upon funding availability).

A listing of current STOP recipients (*Attachment G*) providing contact information and a summary of the funded projects is included.

D. Grant-making Strategy.

State's Award Process

By state law, the Missouri Department of Public Safety, Office of the Director, must follow a competitive bid process to award grant funding. For the 2011 contract year, awards will be made for a one-year time period and follow the calendar year. However, in 2012, awards will be made over a two or three year period (Jan 2012 – Dec 2013 or Jan 2012 – Dec 2014). DPS will make this decision once we receive further feedback from our sub-grantees and applicable committees.

Grant Cycle Timeline

- **May** - Develop the Grant Announcement and the Application Packet
- **June** – Notification of Pre-Bid seminar and availability of funds to potential applicants. The Pre-Bid Seminar is open to all potential applicants. This seminar focuses on funding available, eligible services/programs/purpose areas and an explanation is provided on how to apply for funds. Current sub-grantees as well as victim service providers that do not receive STOP funding are notified via email. Additionally, the general population is notified by newspaper announcements regarding the solicitation of funding that are published prior to the Pre-bid seminar.
- **July** – The Application is posted on the Missouri Department of Public Safety – Crime Victim Services Unit website. DPS staff responds to technical questions and other inquiries from potential applicants.
- **July** - Prepare and present information on the grant process at a Pre-bid Seminar
- **September** – Grant applications due from applicants
- **September** - Document receipt of completed grant applications and enter application information into database
- **September** - Set up a Review or Advisory Panel to review the applications
- **September** - Develop the Evaluation Criteria Form to be utilized in reviewing the applications
- **September** - Set up the meeting for the Review Panel
- **October** - Meet with the Review Panel to make funding recommendations on the applications
- **November** - Notify all applicants of the funding decisions (*This includes developing the acceptance or denial letter, compiling a review sheet that includes the strengths and issues/concerns of the application and outlining the requirements necessary for a revised final application.*)
- **November/December** - Process the Award Documents (*This includes reviewing the revised applications for accuracy and completeness, mailing two sets of the award documents to the award recipient for signatures, receiving the signed documents from the applicant and submitting the documents to the director for final signature and returning one set of the award documents to the recipient agency*)
- **January** – Grants begin
- **January** – Compliance Seminar held for all Subgrantees. The compliance seminar provides programmatic and financial compliance information to Subgrantees
- **Monthly** – Expenditures reported to our office and paid
- **December** – Grants end

Application Review Process

A review panel of various individuals from the Missouri Department of Public Safety (i.e. Program Manager, Program Specialists, and Program Representatives) and individuals from outside the department who do not have a personal financial interest in this program (i.e. representatives from victim services, criminal justice fields, Missouri State Department representatives, etc.) will be convened to review and evaluate all the proposals received by the

deadline. Some of the members of the STOP Implementation Plan Committee may serve on the review panel.

The review panel changes for each grant process. This enables the Department of Public Safety to assure that more than one set of viewpoints on the issues surrounding the grant program is expressed and utilized in the evaluation process. The Department of Public Safety staff provides a source of continuity in the review process.

Designated panel members review the applications. The panel then meets to discuss the applications. Each member is asked to give his/her comments on the applications. The review panel comes to a consensus on the recommended funding level for each applicant.

In evaluating each application, the review panel is asked to consider the following factors:

- Demonstration of need including: geographic location to be served, other programs available in service area; local demographics, local statistics, underserved populations to be served, etc.;
- Adequate correlation between the cost of the project and the objective(s) to be achieved;
- Probability of project to meet identified goal(s);
- Overall description of the intended use of the grant and local match funds;
- Ongoing success of the program;
- Ratio of funding requested to services being provided is relative;
- Demonstration that funds will not be used to supplant other state and local funds;
- Degree of cooperation between local officials, community groups, and citizens to fulfill goals for the overall success of the project;
- Demonstration that applicant agency has identified support and contributions for this project from other sources;
- Demonstration that the applicant agency has met and will continue to comply with all applicable state and federal laws and guidelines; and
- Overall quality of the application.

As stated previously (see section B, Relation to Prior Implementation Plan), the Missouri Department of Public Safety staff and grant review committee members will also be able to objectively measure the applicant's geographical location, crime rate, poverty rate, and educational level. This will ensure that funds are distributed equitably, geographically, based on population, need, underserved populations, etc. based upon the application pool received. In addition at least 25% of the funds will be distributed to each of the discipline categories of Law Enforcement and Prosecutors, 30% to Victim Services, of which 10% will be allocated for culturally and linguistically specific services, and 5% to the Courts.

With the final approval of the Director of the Department of Public Safety, applicants are notified of the decisions made by the review panel. All applicants are given comments about the strengths and weaknesses of their application in order to help them in their future grant writing endeavors. Those applicants that received the award are also instructed of any revisions that may need to be made. Applicants who do not receive funding are given the rationale behind the

panel's decision for not awarding funding to their projects.

The Department of Public Safety provides specialized technical assistance to current and prospective subgrantees continuously throughout the year. This is done via mail, email, phone contact and/or in person. The Department of Public Safety's contact information is readily available on our website as included on the documents and emails that are sent to all subgrantees as well as other individuals that serve victims of crime that may not necessarily receive funding from DPS.

E. Addressing the Needs of Underserved Victims.

The information that is provided through subgrantees' annual performance reports, demographic and population information, as well as other factors, determines how Missouri plans to address the needs of underserved victims. STOP funds are distributed throughout Missouri serving both the underserved rural and urban populations. Missouri will seek to fund agencies that serve underserved populations such as immigrant populations, the LGBT community, elderly victims, disabled victims, and limited English-proficiency groups. Missouri will also place priority on programs that serve Latino populations as this population has increased by 37% since 2000, from 2.1% of the Missouri population in 2000 to 3.2% in 2009 (2009 U.S Census Update) . Some of the representatives that serve on the STOP Implementation Planning Committee are employed by programs that provide services to these marginalized communities.

As stated in previous sections, the Missouri Department of Public Safety has developed two new publications (Missouri DPS Program Standards and Guidelines and Missouri DPS Code of Ethics) that provide subgrantees with recommended and required guidelines that aim to improve services to victims. Both documents specifically mention addressing underserved victims and ways in which to promote best practices of doing so. Specifically, the goal of the Program Accessibility section in the Missouri DPS Program Standards and Guidelines is to ensure that providers effectively serve underserved victims. This section alludes to programs having sufficient training, supervision, materials, and outreach efforts that provide competent service delivery based on characteristics of the victims (i.e. services for males and female victims as well as for children, the elderly, ethnic minorities, gay/lesbian/bisexual and transgender persons, people with disabilities, and others with special needs such as non-English speaking victims, homeless victims, victims with vision, hearing or speaking impairments, etc.). The Code of Professional Ethics also states that service providers should not discriminate against any victim or deny services to any victim based on the victim's race, ethnicity, color, national origin, language, sex, gender, age, sexual orientation, social class, ability, economic status, education, marital status, religion, substance abuse, health status or HIV status.

F. Barriers to Implementation

The most significant barrier is lack of funding available to adequately address violence against women. With decreases in federal funds we are unable to fund programs at levels that actually provide enough resources to make a difference in communities. There is not enough funding to provide to every county in the state let alone to the agencies that submit requests for funding.

Per discussions with the Implementation committee members, the lack of available training for all disciplines is of great concern. Barriers to providing training include the agency's lack of training funds, and the lack of personnel. Many agencies cannot afford to send employees to training, as there is not enough staff to provide the coverage needed to maintain services. Possible solutions to overcome these barriers are as followings: to bring training to local agencies to minimize travel time and expense, to develop training materials that could be accessed via the Internet, and to develop a "train the trainer" program. The Department of Public Safety plans to continue to collaborate with other statewide coalitions, associations, and agencies to provide training to victim services providers in Missouri

G. Monitoring and Evaluation

Monthly Reports and Monitoring

After the awards are completed, the projects must be monitored for programmatic and financial compliance. DPS utilizes a Monthly Report of Expenditures and Request for Reimbursement form, along with a Monthly Detail of Expenses Sheet, to monitor the projects to some degree and to process a monthly check for the projects.

The Monthly Report of Expenditures and Request for Reimbursement forms are mailed out around the 20th of each month to the projects for completion and submission to this office by the 10th of the following month. The reports are then batch processed. The Monthly Detail of Expenses Sheet is also checked very closely for compliance with the approved budget and contract period. Any corrections or additional information are obtained over the telephone or by fax so that the reports can be processed as quickly as possible. Through this process we have uncovered and corrected a number of problems with the financial records of the projects that could have become audit findings for the agencies. Additionally, subgrantees are required to submit the number of victims that were served through their grant funded project on their monthly expenditure report.

The projects are monitored for programmatic compliance. DPS utilizes two different methods for monitoring the projects. Either way, programs are monitored at least once every two years.

On-site monitoring visits may be set up so that the program representative can review the financial records of the project, see the facilities utilized by the project, and review the operations of the project.

DPS may elect to use a desk-monitoring technique. In this case, the subgrantee is required to submit copies of all financial information, such as payroll records, time sheets, travel vouchers, invoices for supply purchases, etc. In addition, the subgrantee is required to submit a written progress report for the program.

Annual Performance Report

Agencies currently apply for STOP funding on an annual basis. All applicants that reapply for STOP funds are required to submit a report of success from their previous STOP funded project. This gives members of the STOP review committee insight into their former projects and also

allows them the ability to determine whether a project is a good investment of STOP funding. Subgrantees also report annually through the STOP annual performance report. The Muskie report also enables the Department of Public Safety to further illicit information from subgrantees. This information is utilized to assist in determining Missouri's needs, successes, and areas that need improvement.

H. Certification Compliance

- a. The State, Indian tribal government, or territorial government does not require a victim of sexual assault to participate in the criminal justice system or cooperate with law enforcement in order to be provided with a forensic medical exam, reimbursement for charges incurred on account of such an exam, or both.**

As a result of this requirement, the Missouri General Assembly passed House Bill 583 which changed the rights of victims of domestic violence and sexual assault. This bill was signed into law by Governor Matt Blunt on July 12, 2007 and became effective August 28, 2007.

In addition to many other remedies for victims of domestic violence and sexual assault this bill requires the Missouri Department of Health and Senior Services pay for sexual assault forensic evidence exams instead of requiring the victim to pay for the exams through insurance, Medicare or Medicaid. This law also changes the requirement that victims report the crime to law enforcement or a prosecutor and instead requires the hospitals/medical providers to document the exam on an approved form that could be used in prosecution if the victim chooses to report the crime to law enforcement (Section 191.225.1, RSMo).

In 2009, HCS SCS SB 338 was passed which transferred the Sexual Assault Forensic Exam (SAFE) program from the Department of Health and Senior Services to the Department of Public Safety. This bill also eliminated the requirement that medical providers file a report of the forensic examination with the local prosecuting attorney. As such, on August 28, 2007, section 191.225.1, RSMo, became effective and was replaced with section 595.220, RSMo.

- b. The state's judicial administrative policies and practices include notification to domestic violence offenders of the requirements delineated in section 922(g)(8) and (g)(9) of title 18, United States Code, and any applicable related Federal, State, or local laws, or the judicial administrative policies and practices will be in compliance within the later of the period ending on the date on which the next session of the State or territorial legislature ends or January 5, 2008.**

Respondents of protection orders are notified of the requirements cited above when served with an Order of Protection. The Order of Protection documents include the specific language required (*Attachment H*). Offenders that are being prosecuted for a domestic assault related offenses are also given a document that includes the specific

language required (*Attachment I*).

- c. **Not later than 3 years after January 5, 2006, the state's laws, policies, or practices will ensure that no law enforcement officer, prosecuting officer or other government official shall ask or require an adult, youth, or child victim of an alleged sex offense as defined under Federal, tribal, State, territorial, or local law to submit to a polygraph examination or other truth telling device as a condition for proceeding with the investigation of such an offense; the refusal of a victim to submit to such an examination shall not prevent the investigation, charging, or prosecution of the offense.**

As a result of this requirement, the Missouri General Assembly passed House Bill 583 which changed the rights of victims of domestic violence and sexual assault. This bill was signed into law by Governor Matt Blunt on July 12, 2007 and became effective August 28, 2007.

This law prohibits law enforcement officers, prosecuting attorneys or circuit attorneys, peace officers and governmental officials from requesting or requiring a sexual assault victim to take a polygraph or psychological stress evaluator exam as a condition for proceeding with a rape investigation (Section 566.224, RSMo) (*See Attachment J*).

- d. **Tribal, territorial, State or local prosecution, law enforcement, and courts have consulted with tribal, territorial, State, or local victim service programs during the course of developing their grant applications in order to ensure that proposed services, activities and equipment acquisitions are designed to promote the safety, confidentiality, and economic independence of victims of domestic violence, sexual assault, stalking, and dating violence.**

As a result of this requirement, the Department of Public Safety, Office of the Director, now requires every State or local prosecution, law enforcement or state or local court applicant to certify that they have and will consult with victim services when developing their application for STOP VAWA funding. These agencies must provide a signed certification stating that they have consulted with victim services in their area and they must also provide an explanation of that consultation process within their respective applications for STOP funding (*See Attachment K*).

V. Conclusion

The commitment and dedication of Missouri's STOP Violence Against Women Act Grant Program Implementation Committee and the Missouri Department of Public Safety has resulted in a plan that encourages new programming, while providing ongoing funding for current services to reduce the incidence of violence against women. Distributing STOP funding is a difficult task as the needs of victims and service providers continue to outpace the availability of funding; however Missouri's priority is to use the funding in the most effective manner. It is recognized that the services provided through the Violence Against Women Act Formula Program did not exist prior to STOP, and that services would suffer should STOP funding no

longer be available. The Committee and the Department of Public Safety wishes to express their appreciation for STOP funding. It has been significant in enhancing victim services, investigation, and prosecution in instances of violence against women. It is the intent of this plan to continue the work, and further improve the criminal justice systems and victim services providers' abilities to effectively work with victims of violence against women.

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